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Progress in the implementation of a flexible workplace at United Nations Headquarters

Nineteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for 2020

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the progress report of the Secretary-General on the implementation of a flexible workplace at United Nations Headquarters (A/74/345). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 22 November 2019.

Background

2. The Advisory Committee recalls that, following his report on the results of a study into the feasibility of implementing flexible workplace strategies at Headquarters $(A/68/387)^1$ in 2013, the Secretary-General presented a business case, including the results of a pilot programme, for the application of flexible workplace strategies at the United Nations, including an implementation plan for the project (A/69/749) in 2015. The Secretary-General indicates that, with the endorsement of the flexible workplace project at Headquarters by the General Assembly in resolution 69/274 A in April 2015, the implementation began in June 2015 with departmental engagement, programming and fitting out of the swing space (A/74/345, para. 2). Since then, the Secretary-General has submitted three annual progress reports on the

¹ Pursuant to resolution 60/282 of 2006 and the related recommendations of the Advisory Committee in 2011 (A/66/7/Add.3), a feasibility study of the long-term accommodation needs at Headquarters established a set of vision principles, including the provision for flexible and efficient space utilization to address fluctuating space requirements (A/66/7/Add.3, paras. 39, 41 and 43). The Board of Auditors also recommended that the Secretariat consider ways to use space more efficiently, for example through the flexible use of desk space (A/66/5 (Vol. V), paras. 83–91).





implementation of flexible workplace strategies at Headquarters (A/70/708, A/72/379, A/73/370 and A/73/370/Corr.1).

3. The report of the Secretary-General (A/74/345) is therefore the fourth annual progress report on the implementation of flexible workplace strategies at United Nations Headquarters, which is submitted pursuant to section VI of General Assembly resolution 73/279 A.

II. Project status and future rental plans at Headquarters

Project scope and schedule

4. With the addition of floor 7 (partial floor) during early 2018, the reconfiguration of 27 floors of the Secretariat Building is included in the scope of the project.² In its resolution 73/279 A, the General Assembly noted that the actual costs per partial floor were not significantly lower than for a full floor and requested the Secretary-General to seek further efficiencies in that regard and to report thereon in his next report. The Secretary-General indicates in his report that, taking that observation and request of the Assembly into account, the last partial floor implemented by the project was floor 7, which was completed in July 2018, and that all subsequent floors of the project are full floors and thus achieve the efficiencies available across full floors (A/74/345, para. 24).

5. Regarding the project schedule, of the 12 phases of the project planned for implementation through 2020, 8 phases had been completed (17 floors) as at August 2019, with phase 9 ongoing (2 floors), phase 10 (3 floors) scheduled for the remainder of 2019 and phases 11 (2 floors) and 12 (3 floors) planned for 2020 (ibid., figure III and para. 33). Upon enquiry, the Advisory Committee was informed that, for the three floors planned under phase 10, the design and programming for floors 25 and 26 were finalized at the end of October and early November 2019, respectively, and that for floor 35, the programming would start towards the end of November 2019.

6. Concerning the project completion date, the Advisory Committee notes a slight delay between the timelines shown in figure III of the fourth progress report (A/74/345) and figure II of the third progress report (A/73/370). The Committee was informed, upon enquiry, that the Secretariat intended to conclude the project in the Secretariat Building in line with the timeline outlined in the second progress report, in which the Secretary-General indicated that the project would be completed by the end of the third quarter of 2020. In that report, the Secretary-General also provided a revised cost estimate and a detailed schedule for the full project (A/72/379, para. 37 and figure).

7. Information on the development and implementation of the project, including previous changes in scope, cost estimates and schedule, is provided in the report of the Board of Auditors on the financial report and audited financial statements of the United Nations for the year ended 31 December 2018 (A/74/5 (Vol. I), paras. 559–568). The Advisory Committee concurs with the Board of Auditors' recommendation that the Administration closely monitor and manage the remaining works to ensure completion of the flexible workspace project in 2020, within the estimated cost (ibid., para. 567).

² Compared with 26 floors planned for the project in the second progress report of the Secretary-General (A/72/379, para. 45). However, in terms of total square footage, the number of floors remains 26, as floors 7 and 12 are partial floors (A/73/370, para. 6 and figure II and note below figure).

Additional capacity of the Secretariat Building and future rental leases at Headquarters

8. The Advisory Committee recalls that the Organization terminated three leases in commercial buildings at Headquarters: vacating the Daily News Building (April 2017), the United Nations Federal Credit Union Building in Long Island City (April 2018) and the Innovation Building (September 2018). The rental savings from the related programme budget amounted to \$1.6 million in 2017 and \$18.8 million for the biennium 2018–2019, which partially funded the project costs for the same periods (A/73/370, para. 47 and table 8). In section VI of its resolution 73/279 A, the General Assembly welcomed that the implementation of flexible workplace strategies in New York had enabled the termination of the three leases and that the Secretary-General did not intend to terminate any further leases in 2019.

9. The Secretary-General indicates that the implementation of the project will create a total of 1,368 additional "designed capacity":³ 994 from the 17 floors completed and an estimated 374 from the remaining 10 floors to be completed (see para. 5 above). He further indicates that part of the additional capacity of 374 will be used to accommodate the Development Coordination Office. Upon enquiry, the Advisory Committee was informed that the designed capacity of a floor was based on the space requirements specified by each department or office, which takes into account the number of posts and positions from all funding sources, and, where appropriate, interns and consultants. The workspaces assigned to the Office would be based on the standard staff-to-seat ratio of 1.25 to 1 (or 10 personnel to 8 workstations), plus one office for each of the personnel at the levels of ASG, D-2 and D-1.

10. It is further indicated in the report of the Secretary-General that the Secretariat will evaluate how future opportunities to reduce rental leases, or the amount of space leased, can be taken to further benefit from the additional capacity that will become available by the end of the project (A/74/345, para. 27). The Advisory Committee was informed, upon enquiry, that for 2019 and 2020, the additional capacity created through the project might enable the Secretariat to vacate the 5th floor of the FF Building at the end of December 2019 and that the Secretariat hoped that it would be able to vacate the 4th floor of the FF Building during 2020, both of which have been sublet from the United Nations Development Programme (UNDP) for a number of years. However, there were no specific lease termination opportunities envisaged for 2021, and the next contractual opportunity to reduce leased space would be in 2023 (see para. 14 below).

11. Upon further clarification, the Advisory Committee was informed that, through various adjustments and consolidations using the flexible workplace on the 13th, 14th and 33rd floors of the Secretariat Building, the Secretariat was able to vacate part of the 13th floor of the DC-2 building and the 5th and 14th floors of the DC-1 building, which would be assigned to 208 staff currently working on the 5th floor (80 staff) and 4th floor (128 staff) of the FF Building. The relocation of the staff from the FF Building would be scheduled for mid-December 2019 for the staff on the 5th floor, and was expected to be carried out during 2020 for the staff on the 4th floor. The Committee was further informed that rental and utilities costs for the 4th and 5th floors of the FF Building amounted to \$1,357,120 and \$1,135,752 for 2018, respectively. On the basis of the actual rental expenditure, provisions for the related rental costs have been requested in the proposed programme budget for 2020 by the Secretary-General. However, the Committee was informed that the rental reduction

³ The designed capacity is the total number of posts that can be assigned to a floor. Given the use of unassigned seating, designed capacity takes into account a staff-to-seat ratio, which is typically 1.25 to 1 (for definitions, see A/74/345, para. 7).

from vacating the 4th and 5th floors of the FF Building would be used largely to offset contractual escalations in other leased buildings.

12. The Advisory Committee notes that, in his report, the Secretary-General does not include information on the planned relocation of the 208 staff from the FF Building to the DC-1 and DC-2 buildings, the subsequent termination of the subletting of the two floors of the FF Building from UNDP and the related savings from the termination. Taking into account the scheduled relocation from the 5th floor of the FF Building in December 2019, the Advisory Committee recommends that the amount of \$1,135,752 for the rental of the floor requested under subsection 29B, Department of Operational Support, in the proposed programme budget for 2020, be reduced accordingly. Furthermore, the Committee trusts that more detailed information will be provided to the General Assembly at the time of its consideration of the present report concerning the detailed schedule of the relocation from the 4th floor of the FF Building during 2020, the potential reduction in rental costs arising from the relocation and the related impact on the proposed resource level for subsection 29B in the proposed programme budget for 2020. In addition, the Committee is of the view that the next report of the Secretary-General on the project should include detailed rental savings from all vacated rental buildings and space, including the FF Building (see A/74/345, annex III).

13. Furthermore, concerning the stated contractual escalations in other leased buildings (see para. 11 above), the Advisory Committee recalls that in subsection 29B of the proposed programme budget for 2020, the Secretary-General had already requested an increase of \$3,019,400 based on current contracts for lease of premises, cleaning services, utilities and other maintenance contracts (A/74/6 (Sect. 29B), para. 29B.76 (c) (iii)). The Advisory Committee notes the lack of information and transparency with respect to the planning and costs of rental leases in the report of the Secretary-General and trusts that more information and clarification will be provided to the General Assembly at the time of its consideration of the present report.

Self-financing options for the project

14. In section VI of its resolution 73/279 A, the General Assembly requested the Secretary-General to explore options for the self-financing of the project and to report thereon in the context of his next report to the Assembly for its consideration. The Secretary-General indicates that he has explored options for the self-financing of the project. However, while technically, the implementation of the remaining phases of the project could be delayed until unspent rental funds approved within a future budget period are realized⁴ (see para. 8 above), this is deemed inadvisable for reasons described in paragraph 39 of his report (A/74/345). According to the Secretary-General, this is due to the fact that the next lease exit dates are March 2023, when the current leases for the DC-1 and DC-2 buildings terminate, and December 2027, when the current leases for the FF Building and the Albano Building terminate (see paras. 10-13 above). Table 4 of the report contains information on the cost comparison between project costs and rental costs that would have been otherwise incurred had the flexible workplace project not been implemented. According to the Secretary-General, the total savings in rental costs from the termination of the three commercial building leases will have covered the project costs by the third quarter of 2021.

⁴ For the biennium 2018–2019, the project costs of \$25,401,200 for the period were met through (a) the use of the savings in rental costs of \$18,814,600; and (b) the appropriation of \$6,586,600 (see A/73/635, para. 16; General Assembly resolution 73/279 A, sect. VI, para. 13).

III. Lessons learned and evaluation of the project

Staff surveys and lessons learned

15. Information on lessons learned and the occupant survey of May 2019 is provided in section III of the report. The Secretary-General indicates that the flexible workplace project entails ongoing engagement with users as an integral element and that, as part of that ongoing assessment, surveys of staff continue to be conducted after they have reoccupied renovated flexible workplace floors. The most recent survey was carried out in May 2019 of the occupants of floors 9, 10, 11, 17 and 30 of the Secretariat Building, who moved to those workspaces between February and October 2018. The study involved the same combination of an online survey, on-site observation of the floors concerned and focus group discussions that had been utilized in the surveys conducted in 2017 and 2018. As in previous surveys, while productivity itself remains difficult to measure (see para. 19 below), workplace satisfaction is used as a proxy for productivity and the overall score for staff satisfaction and workplace effectiveness is measured using the workplace performance index.

16. The post-occupancy survey of May 2019 had a response rate of approximately 37 per cent (200 responses out of 539 staff members surveyed), while the focus group sessions involved a total of 35 participants. The survey results, reflected in figures I and II of the report, show that: (a) the average score of 52 of the 2019 survey, while higher than the score of 48 of the 2014 feasibility study, is lower than those of 54 and 57 of the 2017 and 2018 surveys, respectively;⁵ and (b) by department, the highest score is 63, compared with the lowest of 48. Information on the recommendations arising from the 2019 survey and follow-up actions by the project team is contained in table 1 of the report. The Advisory Committee notes from the table that some of the recommendations from the 2018 survey remain valid, such as the continued need for more engagement by department leadership to build awareness among staff and guidance for managers to manage in an unassigned environment.

17. Upon enquiry, the Advisory Committee was informed that the three postoccupancy staff surveys undertaken in 2017, 2018 and 2019 were conducted by the same consultancy firm that assisted the project team in the design process and that two more surveys will be conducted between now and the end of the project, one in early 2020 and one after the last reconfigured floors have been reoccupied, as the survey is typically scheduled for 6 to 8 months post occupation and carried out on three to five floors at a time. The Committee was further informed that, at the cost of \$19,000 per survey, the total cost of the five surveys amounting to \$95,000 was included in the total project costs. The Committee recalls that, during its review of the project progress report in 2017, it was informed that the planning and design service fees for the duration of the entire project included, inter alia, floor plan designs and customization, post-occupancy surveys and space utilization analysis.

18. The Advisory Committee notes with concern the decline in the average score reflected in the survey of 2019, compared with those in the surveys of 2017 and 2018 (see para. 16 above). The Committee recalls that the Board of Auditors, noting the issues identified in the 2018 survey, recommends that the Administration ensure the overall effectiveness of the flexible workplace project by addressing the issues noted in the post-occupancy evaluation by the consultancy firm (see A/74/5 (Vol. I), paras. 566 and 567).

⁵ In comparison to the Government industry average of 60 (see A/74/5 (Vol. I), para. 566 (a)).

Evaluation of the project

19. The Advisory Committee recalls that the initial request of the General Assembly for the Secretary-General to assess the impact of the flexible workplace pilot on productivity and reflect reliable qualitative and quantitative benefit indicators as well as other factors for the improvement of overall productivity and staff well-being was made at its sixty-ninth session in 2015 (resolution 69/274 A, sect. VII, para. 7), and was reiterated by the Assembly in two subsequent resolutions, the most recent of which included a request for the Office of Human Resources to conduct the assessment (resolutions 71/272 A, sect. XVI, para. 5, and 72/262 A, sect. XI, para. 5). However, such an assessment was not conducted by the Secretary-General, despite having been repeatedly requested by the Assembly. In its previous report, the Committee therefore recommended that the Assembly request the Secretary-General to arrange for an independent evaluation of the flexible workplace project, including its impact on productivity and staff well-being, and lessons learned, with the results of the evaluation to be included in his next progress report (A/73/635, para. 7). That recommendation was endorsed by the Assembly in its resolution 73/279 A, section VI.

20. An amount of \$378,000 is requested for 2020 for an independent evaluation of the flexible workplace project. According to the Secretary-General, the request for financial resources for 2020 is due to the unavailability of the Board of Auditors and the Office of Internal Oversight Services (OIOS) to undertake such an evaluation (A/74/345, paras. 17–19, 35 and 37). It is indicated in the report that, at the time the invitation was extended to the Board, the Board had a full programme of work in preparation for its session in July 2019 and that it was felt that the project would be better evaluated by human resources experts. Similarly, the Inspection and Evaluation Division of OIOS responded, upon request, that there would be insufficient time to undertake such an evaluation and include the results in the fourth progress report and that it was unlikely that the evaluation could be taken up under the existing programmes of work of OIOS for 2020 or 2021. As for the potential engagement with the Board in later years, the Advisory Committee was informed, upon enquiry, that, given its view on the subject matter, it was not clear that a further request in 2020 would be favourably responded to by the Board. As for OIOS, it did not select this topic for evaluation in its risk-based workplans for 2020 and 2021; however, OIOS stated that it would consider it in the context of its next work-planning risk assessment.

21. The Advisory Committee notes with concern that an assessment of the project pilot has not been conducted, as repeatedly requested by the General Assembly since 2015, nor has the independent evaluation requested by the Assembly in its resolution 73/279 A (see para. 19 above). The Committee further notes that, since the initial request of the Assembly, the flexible workplace project has progressed from pilot to full implementation, with the project completion date set for the third quarter of 2020 (see para. 6 above). Furthermore, three annual post-occupancy surveys have been conducted by a consultancy firm that has found productivity difficult to measure during this period (see para. 15 above). In this context, the Advisory Committee is of the view that further efforts should be made to approach an internal independent entity to undertake such an evaluation of the project. Taking into account the completion of the project in 2020, the Committee is not convinced of the need to engage an external consultancy firm to conduct such an evaluation at this final stage of the project and therefore recommends against the project.

IV. Flexible working arrangements

22. In section VI of its resolution 73/279 A, the General Assembly reiterated that flexible working arrangements shall be an integral part of all flexible workplace strategies and requested the Secretary-General to report on the implementation of flexible working arrangements in his next report. In the same resolution, the Assembly recalled paragraph 11 of section XI of its resolution 72/262 A and reiterated its request to the Secretary-General to update his bulletin on flexible working arrangements.

23. The Secretary-General issued a new bulletin on flexible working arrangements (ST/SGB/2019/3) in April 2019, subsequent to which an information circular was issued (ST/IC/2019/15) in June 2019. In the bulletin, the Secretary-General recognizes the importance of balancing the work demands placed on staff with life outside the office and with the challenge of finding new and better ways to manage people, time, workspace and workloads effectively. The changes in the flexible working arrangements policy include: (a) extended telecommuting from an alternative worksite at the official duty station for up to three days per week; (b) telecommuting outside of the duty station for up to six months; (c) additional options such as staggered working hours, a compressed work schedule and scheduled breaks for external learning activities; and (d) reinforced accountability of staff and managers ensured through staff members' commitment to quality outputs and deliverables and managers' involvement in the planning of their team's work in advance (see A/74/345, paras. 20 and 21).

24. The guiding principles for the flexible working arrangements are set out in section 2 of the Secretary-General's bulletin ST/SGB/2019/3, including, among others, that: (a) the flexible working arrangements are voluntary arrangements and should be viewed favourably as a useful tool by staff and managers alike, while there is no right to such arrangements and such arrangements may not be possible for some jobs and/or at certain periods of time; (b) when staff members avail themselves of such arrangements, their productivity and quality of output must be maintained at a satisfactory level, as assessed by their managers; and (c) no extra costs may be incurred by the Organization as a result of any of the arrangements.

25. Upon enquiry, the Advisory Committee was informed that the flexible working arrangements and the flexible workplace strategy complement but are not dependent upon each other. The flexible workplace project did not factor in staff utilizing flexible working arrangements, but did take into consideration factors such as the number of vacant posts, vacation time, typical sick days and mission assignments (see also para. 9 above). Concerning the application of Appendix D to the Staff Rules (ST/SGB/2018/1), the Committee was informed that staff members shall be entitled to compensation in the event of death, injury or illness attributable to the performance of official duties on behalf of the United Nations while engaged in activities and at a place required for the performance of official duties, including telecommuting from home or any other agreed-upon location. The Advisory Committee trusts that the relevant staff regulations and rules will be observed in the implementation of the flexible working arrangements.

V. Project costs and resource requirements for 2020

Estimated total project costs

26. It is indicated in the report of the Secretary-General that the estimated total cost of the project remains unchanged from the amount of \$54,981,400 projected in the second progress report, in 2017 (A/72/379). Of that total, an amount of \$34,000,500 was incurred during the period 2015–2018 and the estimated cost to complete the project schedule in 2019 is \$13,049,200, thus leaving an amount of \$7,931,700 for 2020 (A/74/345, para. 29; see also para. 29 below). The Secretariat therefore does not

expect any deviation in project cost estimates. A year-by-year breakdown of the project costs, by activity, is provided in table 3 of the report.

27. The Advisory Committee requested updated information on the construction and furniture costs of the floors completed to date (see table below). The Advisory Committee notes from the table below that, of a total of 13 floors reported in the previous report (A/73/635, table 2), the total costs for 8 floors have increased, including those completed during 2017, with a decrease for 1 floor only. The Committee requested explanations for the higher costs for certain floors, but does not find the information fully satisfactory. The Committee recommends that the General Assembly request the Secretary-General to provide, in his next report, detailed information and explanations for the cost changes for each completed floor, including a breakdown of cost increases due to change orders and decreases to reflect the actual expenditures with the rebate discount from the system furniture vendor.

Actual costs per floor

(United States dollars)

Secretariat floor	Date completed	Construction	Systems furniture	Total
18 ^a	June 2016	890 954.03	403 125.00	1 294 079.03
19 ^a	June 2016	1 042 051.50	419 580.00	1 461 631.50
13 ^{<i>a</i>}	June 2016	984 738.67	506 280.00	1 491 018.67
Subtotal 2016		2 917 744.20	1 328 985.00	4 246 729.20
12 ^{<i>a</i>}	July 2017	805 367.00	306 114.90	1 111 481.90
20^{b}	October 2017	785 633.00	362 700.59	1 148 333.59
21	October 2017	833 786.00	436 688.18	1 270 474.18
14	February 2018	809 795.00	368 926.68	1 178 721.68
30	March 2018	820 978.00	404 699.58	1 225 677.58
31	April 2018	942 201.00	435 207.97	1 377 408.97
Subtotal 2017	7	4 997 760.00	2 314 337.90	7 312 097.90
17	May 2018	844 557.00	409 831.24	1 254 388.24
7 ^{<i>b</i>}	August 2018	730 659.00	396 189.00	1 126 848.00
11	July 2018	777 371.00	387 144.04	1 164 515.04
10	August 2018	805 207.00	396 986.26	1 202 193.26
9	September 2018	792 010.00	370 582.00	1 162 592.00
Subtotal 2018	3	3 949 804.00	1 960 732.54	5 910 536.54
33	April 2019	900 224.00	439 109.04	1 339 333.04
24	July 2019	913 912.00	333 171.48	1 247 083.48
34	August 2019	816 582.00	347 751.00	1 164 333.00
22	November 2019	816 582.00	347 751.00	1 164 333.00
23	November 2019	962 625.00	352 555.95	1 315 180.95
Subtotal 2019)	4 409 925.00	1 820 338.47	6 230 263.47

Note: The table has been adjusted to include the change orders that occurred after July 2018 and to reflect the actual expenditures with the rebate discount from the system furniture vendor.

^{*a*} For construction on these floors, existing on-call contracts were used.

^b Partial floor.

28. In addition, information on unit costs of goods and services procured through the construction and the systems furniture contracts is provided in annex II to the report, as requested by the Advisory Committee in its previous report (A/73/635, para. 14). The Advisory Committee reiterates its view that future reports of the Secretary-General should continue to include the unit costs of goods and services procured under the construction and systems furniture categories (ibid.).

2020 project requirements and proposed funding for the remaining activities

29. The total cost of the remaining project activities is estimated at \$7,931,700, comprising: planning and design services (\$116,600), the reconfiguration of the Secretariat Building (\$7,281,200) and the project team (\$533,900). The project management team, consisting of one Project Manager (P-5), one Design and Construction Manager (P-4) and one Administrative Assistant (General Service (Other level)), will continue to supervise the project through its completion and will oversee the project close-out. Related information is provided in paragraphs 32 to 34 of the report. The Advisory Committee recommends approval of the continuation of the project management team for 2020.

30. The Secretary-General indicates that, given that there will be no rental savings in the 2020 period, the funding requirement of \$7,931,700 for the next phases of the project in 2020 needs to be appropriated⁶ (see paras. 8 and 14 above). In addition, taking into account the estimated cost of \$378,000 for an independent evaluation of the project (see paras. 20 and 21 above), the total funding requirement for the remaining project activities in 2020 amounts to \$8,309,700 (A/74/345, para. 37).

VI. Conclusion

31. Information on the actions requested of the General Assembly is contained in paragraph 43 of the report. Subject to its recommendations in paragraphs 12, 21 and 29 above, the Advisory Committee recommends that the General Assembly appropriate the resource requirements for the flexible workplace project for 2020.

⁶ In the proposed programme budget for 2020, the Secretary-General provided a list of additional proposals that would have an impact on the level of the proposed programme budget for 2020, including the flexible workplace project (A/74/6 (Introduction), para. 77 (d)).